Ministry of Housing,
Communities &
Local Government

Guidance

Residential PEEPs: Factsheet

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Applies to England

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Overview

What are we doing?

The Fire Safety (Residential Evacuation Plans) (England) Regulations 2025 (hereafter referred to as “the Regulations”) aim to improve the fire safety and evacuation of residents in specified residential buildings in England who would have difficulties evacuating a building by themselves in the event of a fire (relevant residents).[footnote 1] This may be due to a physical mobility issue, some other disability such as having a sight or hearing impairment, or a cognitive condition. The Regulations also mandate building emergency evacuation plans in these buildings.

The Residential PEEPs process includes a suite of measures:

- the responsible person (typically the building owner or manager) identifying residents who need Residential PEEPs
- a person-centred fire risk assessment – a conversation between the responsible person and the resident, if one is requested by the resident – to understand their particular risks and identify how their fire safety and evacuation can be improved
- an emergency evacuation statement of what the resident should do in the event of a fire (if agreed between the responsible person and the resident)
- information for the Fire and Rescue Authority to help inform any operational response and in case they need to undertake evacuation (but only if the resident explicitly agrees to that information being shared)
- an ongoing duty to review the person-centred fire risk assessment / emergency evacuation statement, and the building emergency evacuation plan

These measures are set out as duties in these Regulations that the Responsible Person (https://www.gov.uk/government/publications/people-with-duties-under-fire-safety-laws) under fire safety legislation is legally required to meet.

Why are we doing this

The Grenfell Tower Phase 1 Inquiry Report made two recommendations (33.22(e) and (f)) concerning Personal Emergency Evacuation Plans

(PEEPs) and one recommendation (33.22(c)) concerning evacuation plans which were to be actioned through legislation.

The recommendations on PEEPs were that: ‘the owner and manager of every high-rise residential building be required by law to prepare personal emergency evacuation plans (PEEPs) for all residents whose ability to self-evacuate may be compromised (such as persons with reduced mobility or cognition)’; and that ‘that the owner and manager of every high-rise residential building be required by law to include up-to-date information about persons with reduced mobility and their associated PEEPs in the premises information box’.

The recommendation on evacuation plans was that ‘the owner and manager of every high-rise residential building be required by law to draw up and keep under regular review evacuation plans, copies of which are to be provided in electronic and paper form to their local fire and rescue service and placed in an information box on the premises’.

Following extensive evidence gathering, encompassing public consultations, calls for evidence, workshops and working groups, government developed the Residential PEEPs policy, which these Regulations implement, to address these Grenfell Tower Inquiry recommendations.

Residential PEEPs vs workplace-style PEEPs

PEEPs are found in some business premises. These workplace-style PEEPs are intended to allow the evacuation of everyone in advance of Fire and Rescue Service attendance, typically through the use of on-site staff to support people’s evacuation as required, augmented in some cases through the use of designated evacuation lifts, where these are available.

Responses to the government’s 2021 PEEPs consultation (https://www.gov.uk/government/consultations/personal-emergency-evacuation-plans) made clear the substantial difficulties of mandating workplace-style PEEPs in residential buildings: these difficulties focussed on practicality, proportionality and safety concerns.

Government therefore proposed an alternative package of measures, and put out a call for evidence of existing fire safety initiatives in residential settings, via the 2022 EEIS+ consultation, to address the Grenfell recommendations. The Residential PEEPs policy, set out in the government response to the EEIS+ consultation (https://www.gov.uk/government/consultations/emergency-evacuation-information-sharing) published in December 2024, is considered to be a practical, proportionate and safe way of addressing the Grenfell recommendations

and improving the fire safety and evacuation of disabled/vulnerable residents.

Where and when these Regulations apply

The Regulations were laid on 4 July 2025, will come into force on 6 April 2026, and apply in England only.

Within England, the Regulations apply to all buildings that contain two or more sets of domestic premises, and which is either (a) at least 18 metres above ground level or have at least seven storeys; or (b) is more than 11 metres in height above ground level that has simultaneous evacuation strategies in place.

A “simultaneous evacuation strategy” is an evacuation strategy that applies to certain buildings deemed to be at a higher risk of fire, where the RP has determined that all residents should leave the building in the event of a fire, rather than staying put if they do not feel threatened by the fire.

Who has responsibilities under these Regulations?

The Responsible Person (https://www.gov.uk/government/publications/people-with-duties-under-fire-safety-laws) (RP), typically the building owner or manager, has responsibilities under these Regulations. The RP is the person who is responsible for the fire safety of themselves and others who use a regulated premises and on whom most of the duties set out in the Regulatory Reform (Fire Safety Order) 2005 (https://www.legislation.gov.uk/uksi/2005/1541/contents) (“the Fire Safety Order”) are imposed.

What residents are impacted by these Regulations?

These Regulations are designed to improve the fire safety and evacuation of relevant residents who would have difficulties evacuating a building by themselves in the event of a fire.

A resident is a ‘relevant resident’ for the purposes of these Regulations if the domestic premises in which they reside (which must be in scope of the Regulations) is their only or principal residence; and their ability to evacuate

the building without assistance in the event of a fire is compromised as a result of a cognitive or physical impairment or condition.

Resident consent

Resident consent is needed throughout every stage of Residential PEEPs. For instance:

- the decision as to whether to participate in Residential PEEPs lies with the resident and they cannot be compelled to participate
- the decision as to whether to agree an emergency evacuation statement lies with the resident
- the decision as to whether the prescribed information can be shared with the local Fire and Rescue Authority lies with the resident; sharing requires the resident's explicit consent

Enforcement of Residential PEEPs

Enforcing authorities under the Fire Safety Order, such as Fire and Rescue Authorities, have the power to enforce RPs' compliance with their duties, such as RPs' duty to follow the Residential PEEPs process.

There is no expectation that a local Fire and Rescue Authority arbitrate in any disagreement between the RP and a resident. Residents in 18m+ buildings (which are also covered by the Building Safety Regulator's (BSR's) 'higher risk' regime) will be able to raise building safety concerns and complaints with the building's 'Accountable Person' and if they do not address the issue adequately, with the BSR under the 'Resident's Voice' complaints procedure.

The RP Toolkit

The RP Toolkit is a resource that provides real-life examples of initiatives put in place by RPs at scale, and is intended to help other RPs in considering interventions and strategies within the Residential PEEPs process.

It is based on well-established local initiatives which these RPs have in place to improve the fire safety and evacuation of their residents with

disabilities or impairments. These initiatives were identified through the public consultations, and set out a variety of approaches to resident engagement, conducting risk assessments for residents, implementing measures in the resident's flat, as well as the common areas of the building, and information sharing with local Fire and Rescue Authorities to support evacuations if necessary.

We encourage RPs to engage with the Toolkit and will look to include further examples from RPs once the Regulations have come into force and new practices are developed and embedded at the local level.

Purpose of this factsheet

This fact sheet is not guidance or legal advice and should not be read as such. It is intended to provide information about the regulations to Responsible Persons (RPs), residents and other interested parties.

Anyone requiring further advice on specific legal implications of the regulations should seek independent legal advice. It is planned to issue statutory guidance under Article 50 of the Regulatory Reform (Fire Safety) Order 2005 in the Autumn, in advance of the Regulations coming into force in April 2026.

Regulations 1-4

Regulations 1-4 make provision relating to the coming into force date, territorial extent and application, and scope of the Regulations. They provide definitions of key terms used in the Regulations, detail the buildings that are within scope of the Regulations and define what a 'relevant resident' is for the purposes of the Regulations.

Regulation 5: Identification of relevant residents

What this regulation requires

The Regulations make it a legal requirement from 6 April 2026 for the RP to use reasonable endeavours to identify their relevant residents.

The decision as to whether to participate in the Residential PEEPs process lies with the resident; a resident cannot be compelled to engage with Residential PEEPs.

Regulation 6: Person-centred fire risk assessment

What this regulation requires

The RP must offer a person-centred fire risk assessment to each relevant resident they identify and, where the resident requests one, ensure the person-centred fire risk assessment is undertaken.

The person-centred fire risk assessment must include:

- an assessment of the risks relating to the relevant resident and the premises, in light of that resident's cognitive or physical impairment or condition, and
- consideration of the resident's ability to evacuate the building (without assistance) in the event of a fire

Will the resident need to share medical information or NHS medical records with the RP?

The RP will need to gain a sufficient understanding to assess the risks relating to the premises in light of the resident's impairment or condition. However, there is no explicit requirement in the regulations for the resident to share any medical records or specific information with the RP.

How does a person-centred fire risk assessment differ to the building fire risk assessment?

The person-centred fire risk assessment is not intended to duplicate or repeat the building's fire risk assessment required under Article 9 of the Regulatory Reform (Fire Safety) Order 2005.

The person-centred fire risk assessment is specific to the individual relevant resident and considers the additional risks and needs identified relating to that resident, beyond the generic risks in the building's overall fire risk assessment, including barriers to evacuation, and subsequently helps identify potential suitable mitigating measures against these risks.

The focus of the person-centred fire risk assessment is on whether the resident faces specific fire safety challenges (for example that they could not follow the Instructions to Residents required under the 2022 Fire Safety (England) Regulations) due to their impairment or condition, bearing in mind building-specific considerations including the fire risk assessment, and the resident's ability to self-evacuate.

What if, as the Responsible Person, I already have a person-centred fire risk assessment process in place?

Many RPs have well-developed person-centred fire risk assessment processes already in place, and in some cases these may be part of wider risk assessments and engagements with their residents. The person-centred fire risk assessment required by the Regulations can be incorporated within such an existing or wider assessment, so long as it includes the requirements in Regulation 6. The usual process involves a conversation between an employee of the RP and the resident, and there is no requirement in these Regulations that a specialist is used to carry out the person-centred fire risk assessment.

Can a resident support their fire safety and evacuation through the use of volunteers (e.g. family, friends, neighbours or carers)?

This may be an option where the relevant resident can source such volunteers and get their agreement to help. There is no specific duty on the RP to facilitate this, although they are able to do so if they choose to.

Future primary legislation on person-centred fire risk assessments

Government intends through future primary legislation to introduce a requirement on RPs, as part of the person-centred fire risk assessment in Residential PEEPs, to consider the fire safety risks within the relevant resident's domestic premises.

While there is no current requirement to do this, the consultations found that some RPs when conducting the person-centred fire risk assessment, include consideration of fire safety risks within relevant residents' domestic premises. Examples of such measures are included within the RP Toolkit.

Regulation 7: Mitigation of risks

What this regulation requires

The RP must then discuss with the resident, with a view to identifying reasonable and proportionate measures for the RP to take to mitigate the risks identified through the Person-Centred Fire Risk Assessment.

The assessment as to whether a measure is reasonable and proportionate may differ depending on who is to bear the costs; for instance a measure may not be considered reasonable and proportionate if all residents were to bear its costs, but may be considered to satisfy these criteria on the basis that the relevant resident is to pay for it.

It falls for consideration whether or not a measure will be reasonable and proportionate if costs in implementing potential measures were to fall to:

- the RP
- the relevant resident
- or, where the measure benefits the majority, to all residents for the time being of the building

The RP must implement reasonable and proportionate measures, with the exception of measures where costs would fall to the resident and the

resident declines to pay costs: in that case, the resident may decline to have the measures or equipment provided.

Where a measure is assessed to be reasonable and proportionate on the basis that costs should be shared by all residents of the building (for example, costs which can be appropriately charged through the service charge or the reserve fund), in order for costs to be shared the mitigating measure is also required to benefit the majority of the building's residents who are resident at that time.

Future primary legislation on person-centred fire risk assessments

As noted above in relation to Regulation 6, government intends through future primary legislation to introduce a requirement on RPs, as part of the person-centred fire risk assessment in Residential PEEPs, to consider the fire safety risks within the relevant resident's domestic premises. This requirement will also mandate a consideration of reasonable and proportionate measures that the RP and resident may take within the domestic premises to mitigate these risks.

Could measures to implement Residential PEEPs potentially impinge on leaseholders' rights?

Residential PEEPs does not override existing leaseholder rights. A proposed mitigation would not be reasonable and proportionate if it impinges on another leaseholder's rights, without that leaseholder agreeing to the mitigation. Further, where mitigation measures may well be possible, and desirable, but require lease variations, these could only be done by agreement with the leaseholder. An example might be where a potential mitigation impinged on the parking place of another leaseholder which was provided to them under their lease.

Who is responsible for deciding which measures should be implemented?

While the RP should discuss with the relevant resident what measures identified through their person-centred fire risk assessment could be

implemented, it is the RP's decision as to which measures are reasonable and proportionate and therefore will be implemented.

Further details on costs

Some measures may also be eligible for the means-tested disabled facilities grant (https://www.gov.uk/disabled-facilities-grants), if they meet the conditions.

Residents have the right to challenge any costs that are charged to them through a variable service charge, and deem unreasonable, through existing leaseholder law mechanisms.

Where the relevant resident is to pay the costs for implementing a reasonable and proportionate measure, the resident may decline to pay the costs and the measure does not have to be implemented. The Regulations do not contain any provision that the resident is obliged to pay costs if they choose not to have the mitigating measures implemented.

In cases where potential mitigating measures have been identified for a subletting tenant who has undergone the Residential PEEPs process, and the costs do not fall to either the RP or to all residents, then the RP may reasonably determine that costs are a matter for the leaseholder and subletting tenant to resolve.

Regulation 8: Emergency evacuation statements

What this regulation requires

The person-centred fire risk assessment discussion should lead naturally to the resident being able to decide what they should do in the event of a fire. The RP must use reasonable endeavours to agree with the relevant resident, at the end of the person-centred fire risk assessment, what the resident should do in the event of a fire.

The RP also has the responsibility under the Regulations to ensure this is written down as a statement, referred to as the emergency evacuation statement.

How should the emergency evacuation statement be recorded and what should it include?

There is no prescribed format to the emergency evacuation statement, except for that it must be in writing. A clear and brief statement will aid the resident's ability to readily recall and follow it in the event of an emergency. The RP must provide the resident with a copy of the statement.

Regulation 9: Review of person-centred fire risk assessment, mitigating measures and emergency evacuation statement

What this regulation requires

The RP must review the Residential PEEPs process (i.e. the person-centred fire risk assessment, mitigating measures and emergency evacuation statement:

- no later than 12 months after the emergency evacuation statement is first recorded, or, where no statement is agreed, the person-centred fire risk assessment is carried out, and before the end of every period of 12 months thereafter
- if there is reason to believe the person-centred fire risk assessment or emergency evacuation statement requires amending or updating; for example, if there are major changes to the building which the RP believes would have an impact. In this instance, the 12 month re-review time starts to run following this review
- at the reasonable request of a relevant resident; for example, if their condition had changed

Regulation 10: Provision of information to local fire and rescue authority

What this regulation requires

The RP must share the following prescribed information on all relevant residents with their local Fire and Rescue Authority, subject to the explicit agreement of each relevant resident to this information being shared:

- the resident's flat number
- the resident's floor number
- basic information regarding the degree of assistance that the resident may require to evacuate the building – examples of approaches are included in the RP Toolkit
- whether the resident has an emergency evacuation statement

The sharing of this information with explicit consent applies to all relevant residents who engage in the Residential PEEPs process, including those who have identified measures to support their evacuation. This is because a relevant resident's arrangements may not be successful on the day, so the local Fire and Rescue Authority should be made aware of the flat where the relevant resident lives.

Why is such minimal information to be shared with the Fire and Rescue Authority?

Fire and Rescue Services often have a short amount of time to mount an operational response on arrival at an incident. The RP must, with the agreement of individual relevant residents, make available to the local Fire and Rescue Authority a limited but accessible and useful set of information on their relevant residents, brief enough so that it can be assimilated by Fire and Rescue Services in an emergency situation to support their evacuation and rescue of relevant residents where needed, and any other aspect of the operational response.

Should the information be shared digitally or physically with the Fire and Rescue Authority?

It is for the local Fire and Rescue Authority to determine if the information should be shared digitally or via physical information in a secure information box on-site. If a secure information box is not installed and the local Fire and Rescue Authority requires access to the information in hard copy format, then the RP must install and maintain a secure information box for this purpose.

Data protection legislation

The sharing of information must be done in line with the provisions of the Data Protection Act 1998 and UK General Data Protection Regulation, in addition to complying with the relevant requirements in the Regulations. Both the RP and the Fire and Rescue Authority need to ensure the safety of the data.

In the event that the local Fire and Rescue Authority chooses to have the information shared with them via a secure information box, the RP must ensure the box complies with Regulation 4(2) of the Fire Safety (England) Regulations 2022 (the 2022 Regulations) (https://www.legislation.gov.uk/uksi/2022/547/regulation/4/made). Regulation 14 amends the 2022 Regulations to require that the secure information box is capable of containing the documents required to be placed in it by these Regulations.

Resident consent

Sharing of information collected for the purposes of these Regulations must be done with the explicit informed consent of the resident, and the resident is free to withdraw their consent to sharing information with the local Fire and Rescue Authority.

Regulation 11: Relevant Resident's Representative

What this regulation requires

This Regulation enables the RP to act on the instructions of a person authorised to act on behalf of the relevant resident (their 'representative').

These instructions can only relate to the prescribed aspects of Residential PEEPs.

What are the prescribed aspects of Residential PEEPs that an authorised person can provide instructions on?

An authorised person can provide instructions on:

- requesting a person-centred fire risk assessment (under Regulation 6)
- discussing mitigating measures (under Regulation 7)
- agreeing an approach to evacuation (under Regulation 8)
- requesting a review (under Regulation 9)
- consenting to the provision of information to Fire and Rescue Authorities (under Regulation 10).

Regulation 12: Data protection

What this regulation requires

This Regulation makes clear that any requirement within the Fire Safety (Residential Evacuation Plans) (England) Regulations 2025 does not

authorise data processing which would contravene data protection legislation, and that any processing must be compliant with the legislation. However, where the processing might otherwise be unauthorised, the powers and duties in the regulations may allow it to fall into one of the authorisations under data protection legislation.

Regulation 13: Building emergency evacuation plans

What this regulation requires

The RP of a building in scope of the Regulations must prepare a separate building emergency evacuation plan, share this plan with their local Fire and Rescue Authority and – in the event the building has a secure information box – place a copy of the plan in the box.

The RP must review the building emergency evacuation plan no later than 12 months after the plan is first prepared, and before the end of every period of 12 months thereafter. They must also review it if there is reason to believe it needs amending. If the plan is updated or amended as a result of this review, then as soon as reasonably practicable the RP must: share the amended or updated plan with the local Fire and Rescue Authority; and, in the event the building has a secure information box, place a copy of the amended/updated plan in the box.

What information is required in the building emergency evacuation plan?

This plan must include:

- a copy of the instructions to residents as required under regulation 9(2)(b)(i) of the Fire Safety (England) Regulations 2022 (https://www.legislation.gov.uk/uksi/2022/547/regulation/9/made)
- confirmation of whether there are relevant residents in the building
- information relating to any other arrangements for that building, for example if an Evacuation Alert System has been included, as

recommended for new 18m+ buildings under guidance to the Building Regulations 2010 within ‘Approved Document B’

The RP may combine the building emergency evacuation plan with the floor plans and/or building plan required under Regulation 6 of the Fire Safety (England) Regulations 2022, so long as the information required above is included.

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1. These specified residential buildings are: all high-rise residential buildings; and, provided they have a simultaneous evacuation strategy in place, residential buildings more than 11 metres in height above ground level.

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